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ABSTRACT

In regard to the Job Training Partnership Act (JTPA), the National Commission for Employment Policy: supports the states' current ability to establish and operate programs that best meet their needs; believes the role of the private sector in developing, operating, or overseeing job training efforts should not be reduced; and strongly supports both the current performance-based approach mandated in the legislation and efforts to strengthen it further. In addition, the commission also recommends that the U.S. Department of Labor clearly articulate: policy objectives for the program apart from performance standards; specific policy on the provision of basic skills for both youth and adults; objectives about the intensity of training and the type of training appropriate and desirable for JTPA participants; appropriate outcomes and objectives for both in-school and out-of-school youth; and policy concerning the state role in promoting such JTPA performance standards; a summary of studies; descriptions of meetings, hearings, and site visits; comments on the reports of the National Council on Vocational Education; biographies of the commissioners; and a list of 131 commission publications.) (CML)

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Fourteenth Annual Report

of the

National Commission

for

Employment Policy

To the President

and the Congress of

the United States

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March 22, 1985
to
February 19, 1989
Fremont, California

JOHN C. GARTLAND, CHAIRMAN

April 19, 1989 - present
Director, Washington Affairs
Amway Corporation
Washington, D.C.

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President
Outreach Management Company
Boise, Idaho

CAPTAIN HENRY DUFFY

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Pass Christian, Mississippi

Fourteenth Annual Report

July 1, 1988 to June 30, 1989

Report Number 26

National Commission for Employment Policy

1522 K Street, N.W., Suite 300, Washington, D.C. 20005

TO THE PRESIDENT AND THE CONGRESS OF THE UNITED STATES:

It is with great pleasure that I transmit the 14th Annual Report of the National Commission for Employment Policy.

Program Year 1988 was a time of transition for the National Commission for Employment Policy. In April, the Chairmanship of the Commission passed from the hands of Gertrude McDonald to mine. The Commission took the opportunity of this change in leadership and of the occasion of the Commission's Fifteenth Anniversary to engage in some serious self-examination. With the assistance of our dedicated and experienced staff, we scrutinized where the Commission had been, where we are, and where we will go as we enter the 1990s and as the 21st century becomes closer to reality.

Working together, the Commissioners and staff reaffirmed their commitment to the pursuit of knowledge and the development of objective, practical, and substantive advice and recommendations to present to you, our primary audience, and to the employment and training community at large.

This annual report describes the Commission's activities during the period July 1, 1988, through June 30, 1989, including its major report on JTPA Performance Standards, hearings on JTPA, and site visits of JTPA programs. The Commission devoted its energies to assessing employment and training policies and programs for a Nation whose employers and workers must be prepared to meet the critical challenges of the decade and century to come.

JOHN C. GARTLAND
CHAIRMAN

AS THE COMMISSION BEGINS A NEW DECADE

As the Nation enters the decade of the 1990s and looks forward to the next century, the process of meeting employers' and workers' needs is growing increasingly complex. At a time when employers are seeking well trained and well-educated workers, fewer persons will be available for work. Between now and the year 2000, the labor force is expected to grow more slowly than at any time during this closing century. This growing shortage of workers from traditional sources will be met by employers in several ways, including recruitment of workers from more diverse sources. The work force of the near future will be comprised of more women, more older people, more minorities, more immigrants, and more persons from educationally, economically, and socially deprived backgrounds.

These expected changes pose an enormous challenge to national employment policies -- a challenge that will test the ability of all sectors of society: government, private, education, and philanthropic. The National Commission for Employment Policy's agenda for Program Year 1989 looks to the future with the hope and expectation of providing much of the information necessary to help the Nation meet this challenge.

As we look to the 1990s and beyond, new or revised strategies for the education, training, and employment of both youth and adults will be required. In the next Program Year, the Commission's work will explore ways of providing training for an increasingly diverse population; examine possible approaches for reaching school age drug users and abusers before they retreat from the mainstream of American society; investigate the barriers that different groups of people face that often make it difficult for them to participate fully in the mainstream of America's economy; develop and propose policy and program changes for education, training, and benefits for all who traditionally have had difficulty in the labor market; and investigate measures for improving America's economy through a better educated work force and better coordination of the many human resource programs.

STATEMENT BY FORMER CHAIRMAN GERTRUDE McDONALD:

In March 1985, I was given the opportunity of serving the President and the Congress through my appointment as Chairman to the National Commission for Employment Policy. Through this appointment, I was asked to participate actively in the examination of employment and training programs and to advise the President and the Congress on national job training and employment issues.

The Job Training Partnership Act, the Nation's largest job training program for economically disadvantaged individuals, became fully operational one year before I became Chairman. As a result, the Commission directed much of its efforts to assessing both management and programmatic issues concerned with the Act. Hence, the four years I served as Chairman were crucial in terms of providing policy makers at all levels -- federal, state, and local -- as well as practitioners with information that would be useful for the system as a whole as well as for individual programs.

Through the Commission's review of findings from many sources, including nation-wide program evaluations, site visits to JTPA programs, public meetings, individual sessions with policy makers and practitioners involved with job training and employment, and sponsored research, I believe that the Commission was successful in meeting its mandate "to examine and evaluate the effectiveness of federally assisted employment and training programs..." I trust the work of the Commission has been beneficial to all those concerned with employment and training policies and initiatives. I am confident that under Chairman Gartland's capable guidance, the Commission will continue its important work in this area.

I sincerely appreciate the opportunity that I have had to address the employment and training issues facing the American people, particularly those who traditionally have had difficulty competing successfully in the labor market. Further, I would like to express my appreciation to the Honorable Ronald Reagan for my appointment as Chairman, and the Congress, for their support. Special thanks are also due to my fellow Commissioners who so generously volunteered their time and shared their knowledge and expertise with me -- I have enjoyed working with each of them.

GERTRUDE C. McDONALD

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SETTING THE STAGE

Presidents of the United States have long been interested in addressing the Nation's need for an educated, trained, and skilled work force. Under their direction, America has sought solutions to the employment barriers faced by the economically disadvantaged segments of its population. By supporting and recommending policies which strengthen national job training efforts, they have fostered renewed hope for those individuals most in need.

As the Commission enters the 1990s, we look forward to assisting President Bush as he endeavors to increase job training and employment opportunities for those who need, but cannot afford them.

GEORGE BUSH

"... there is no greater imperative, moral or practical, than providing equal opportunity to every man, woman, and child."

"... opportunity means job training; building the employment skills and basic literacy ability that everyone needs to get and keep a job."

RONALD REAGAN

"I'm proud to sign into law the Job Training Partnership Act, a program that looks to the future instead of the past ... It'll provide help, bring hope, and encourage self reliance and personal initiative."

October 13, 1982

"Courtesy Jimmy Carter Library"

JIMMY CARTER

"An effective attack on unemployment at the local level requires active cooperation between business, government, labor, education and community organizations."

"Courtesy Gerald R. Ford Library"

GERALD FORD

"People working in rewarding, permanent, meaningful jobs are the Country's greatest strength and assurance of future progress and prosperity."

RICHARD NIXON

"The federal manpower program is a vital part of our national effort to conserve and develop our human resources and to help individuals adjust productively to changing economic conditions ...."

LYNDON JOHNSON

"Our objective, in partnership with the business community, is to restore the jobless to useful lives through productive work...."

CONGRESSIONAL LEADERSHIP FOR EMPLOYMENT AND JOB TRAINING

SENATOR KENNEDY

Chairman, Senate Committee on Labor and Human Resources

"We take pride in the accomplishments of the Job Training Partnership Act. By assigning a key role to private employers, we have increased the employment chances of program participants, and by insisting on job outcomes rather than job training alone, we have focused attention where it belongs, on the bottom line of placing people in jobs that they can keep."

"Marty LaVor © 1989"

SENATOR JEFFORDS

Ranking Minority Member, Senate Subcommittee on Labor

"In my first year in the U.S. Senate and as ranking member on the Labor Subcommittee, I was very excited about committee passage of amendments to the JTPA. Congress' vote to raise the minimum wage for the first time in nearly a decade probably made more headlines. While it was a small increase, our taking that action has opened the possibility for more significant change in the coming year, including reform of the Earned Income Tax Credit and other work incentives."

CONGRESSMAN HAWKINS

Chairman, House Committee on Education and Labor

"As we enter the decade of the 1990s, one of our Nation's top priorities must be to enhance the employment and training opportunities for those individuals who will not make it into the labor market without assistance from programs such as the ... JTPA. It is imperative that the JTPA amendments focus on improving the targeting of the most at-risk members of the eligible population and providing more intensive services to them."

SENATOR HATCH

Ranking Minority Member, Senate Committee on Labor and Human Resources

"Congress must begin the formulation of a comprehensive, long range strategy to deal with America's growing skills deficit. Updating the Job Training Partnership Act to more effectively target training resources is the appropriate first step for action."

SENATOR SIMON

Chairman, Senate Subcommittee on Employment and Productivity

"... when you serve those who are the more difficult to place, the cost is going to go up, and the success rate is going to go down. That does not mean that the [JTPA] program is going to be less successful. But if we are to really reach those who really need it, and not just do sometimes a superficial job, I think we have to move in this direction."

CONGRESSMAN GOODLING

Ranking Minority Member, House Committee on Education and Labor

"JTPA has been tremendously successful in providing employment and training for the disadvantaged, but some fine tuning is needed. More should be done at the federal level to ensure that JTPA reaches hard-to-serve individuals and at-risk youth. It is imperative that our neediest citizens receive the training and other services they need to get and hold a decent job."

SENATOR METZENBAUM

Chairman, Senate Subcommittee on Labor

"If the United States is to regain its competitive edge, American workers will need expert training for highly complex jobs. Just as importantly, we must remove the barriers that traditionally have kept minorities and women from better paying jobs."

SENATOR THURMOND

Ranking Minority Member, Senate Subcommittee on Employment and Productivity

"Since the JTPA became fully operational on October 1, 1983, this initiative has become one of the principal means of addressing employment problems of disadvantaged youth and adults in our Country, as well as those of our dislocated workers. The JTPA has developed an outstanding record of achievement.

CONGRESSMAN MARTINEZ

Chairman, House Subcommittee on Employment Opportunities

"While targeting at-risk youth for JTPA services, we should not neglect the special needs of other important groups, which I have recognized in H.R. 3266. Women who participate in JTPA need child-care to succeed; the preservation of programs specifically designed for older workers is crucial; and administrative reforms at DOL are essential if Indians are to have a stronger role in the management of their training programs. Finally, better accountability over taxpayer dollars spent on JTPA is a prerequisite to better overall performance within the program."

MEETING THE CHALLENGE

Congress plays a vital role in meeting the Nation's employment and training needs. This has been demonstrated recently by its commitment and dedication to strengthening the Job Training Partnership Act, enacting the Stuart B. McKinney Homeless Assistance Act, and continuing efforts to create a national child-care system and examine the vocational education system in this country.

For many Americans, participating in various human resource programs is their only opportunity to escape poverty and a life without hope. The Commission has been pleased to work with the Congress in meeting the challenges of the 1980s and looks forward to working with Congressional leaders as we move into the 1990s.

CONG. GUNDERSON

Ranking Minority Member, House Subcommittee on Employment Opportunities

"We are facing a rapidly changing world and Americans will have to constantly adjust to new situations. We will no doubt have to focus our efforts at providing our work force with the technological training that is dramatically changing the way we function and compete in an international market. And as we find more adults changing jobs, they will need short-term retraining that vocation education provides. Our competitive edge rests on our ability to train and educate our work force."

...establish a National Commission for Employment Policy which shall have the responsibility for examining broad issues of development, coordination, and administration of employment and training programs, and for advising the President and the Congress on national employment and training issues.

JOB TRAINING PARTNERSHIP ACT, October 1982
Title IV, Part F, Section 471

INTRODUCTION

The National Commission for Employment Policy has a fifteen-year history of being in the forefront of developing, analyzing, and recommending employment and training policy as well as evaluating and recommending innovative and cutting-edge methodologies and strategies for training the Nation's work force. Originally established in 1973 by the Comprehensive Employment and Training Act (CETA) as the National Commission for Manpower Policy, it was renamed the National Commission for Employment Policy in the 1978 amendments to the authorizing legislation. The Job Training Partnership Act (JTPA) of 1982 authorized the Commission as an independent federal agency.

The fifteen Commissioners, who are appointed by the President and are leaders broadly representative of human resource interests, set the short- and long-term agenda. The Commissioners are supported by a small professional and administrative staff. This blend of Commissioners and staff has allowed the Commission to be a leader in the employment and training arena.

JTPA mandates the Commission to examine a broad range of issues in employment and training and to perform specific functions, such as, examining and evaluating the effectiveness of federally assisted employment and training programs (including JTPA); advising the Secretary of Labor on the development of national performance standards under JTPA; and evaluating the usefulness and effectiveness of such standards on program performance. The Omnibus Trade & Competitiveness Act of 1988 requires the Commission to examine and report to Congress on the role of the U.S. Employment Service in aiding displaced workers, and on "alternative techniques for managing production cutbacks without permanently reducing work forces."

In order to meet its responsibilities and maintain its key role in the employment and training arena, the Commission and its staff hold public hearings, visit employment and training sites, conduct and sponsor research, analyze and synthesize study findings, and write reports preparatory to the issuance of Commission findings and recommendations. Commission reports are distributed widely within the federal government, to state and local governments, to the employment and training and education communities, to public policy researchers, and to the public.

The Commission is required to meet three times each year. The meetings are public; dates and times are published in the Federal Register. At these meetings, the Commissioners discuss such matters as potential recommendations to the President and the Congress, the status of ongoing activities, future study topics, and how the Commission can most effectively disseminate the results of its work.

STATEMENT ON THE JOB

America stands at a critical junction. Increased international competition, rapid technological innovation, adult illiteracy, and profound demographic changes present our Nation with particular challenges concerning our country's ability to compete in a highly-skilled, knowledge-based world economy. Over the next decade, growing segments of the Nation's working age youth and adults are likely to lack the skills and education necessary to succeed in the workplace.

The well-being of our economy and society depends upon having a labor force that is productively employed. We cannot tolerate large numbers of these workers to be unemployed or underemployed for long periods of time. We cannot permit worker displacement or dislocation to occur because of failure to anticipate future work force needs. We cannot ignore the need for public and private institutions that assure a national capability for providing our workforce with new skills.

The Commission believes that if we, as a Nation, are to achieve our goal of preparing every member of the Nation's work force for productive employment and respond effectively to the many changes facing us, we must work to ensure that all Americans have the opportunity and the skills to obtain employment.

The Commission feels strongly that programs funded under the Job Training Partnership Act can be a valuable tool in assisting the Nation respond successfully to these challenges. Since the program's initial implementation, the Commission has devoted the bulk of its resources to examining major policy and programmatic issues involved with the program. The Commission firmly believes that the basic principles on which JTPA is based are sound, and that the current programmatic emphasis should be continued – the emphasis on federalism, private sector involvement, training, and accountability.

Such support is based on the Commission's close examination of the Act throughout its seven-year history. For example, the Commission issued a comprehensive assessment of JTPA in 1987. This assessment resulted from a two-year study of the program which included nation-wide program evaluations, sponsored research, and Commission site visits, meetings, and hearings. In 1987, the Commission reported its findings to the President and the Congress concluding that "...with minor exceptions, JTPA is working well and is meeting its legislative mandates." Furthermore, the Commission policy statement indicated that "based on our analysis of available information, the Commission concludes that JTPA is helping people in need of its services ...." Commission research undertaken since the 1987 report shows the same: the principles on which the program was developed are sound.

On the whole, JTPA is a success and is doing what it is supposed to do -- training economically disadvantaged Americans for jobs in a cost-effective manner. Specifically, more than 3 million of its clients have been placed in jobs since JTPA became fully operational in 1985. In fact, nearly three out of every four adults who are served under Title II of the Act get jobs.

And at the same time, JTPA is serving those for whom the Act was intended – the poor, those on welfare, and those who need and want employment. Data indicate about 95 percent of those served in JTPA's largest program, Title IIA, were economically disadvantaged, over 50 percent had not worked for six months prior to entering the program, and 40 percent were receiving some type of cash assistance.

The Commission firmly believes that these indicators of success have been accomplished not by chance but as a result of the principles built into this legislation. As President Bush stated at the National Urban League Conference in August, 1989: "For six years now, the Job Training Partnership Act program has been equipping the disadvantaged to enter the work force, to start that climb up out of the poverty trap. JTPA – it works. The proof is in its 68 percent success ratio and we're working to make the program even stronger."

This is not to say that JTPA is perfect and there is no room for improvement. For example, prior Commis-

sion research has shown that there are groups (e.g., Hispanics and high school dropouts) who have not been served in appropriate numbers. The Commission is investigating the reasons for the difficulties these groups have had accessing JTPA programs.

Recognizing that some adjustments may be necessary, the Commission still believes that JTPA is a sound design for a federally funded program and that "fine tuning" rather than "overhauling" the system is needed. In fact, throughout this Program Year, the Commission has commended legislative initiatives -- all of which keep intact the basic principles on which the legislation is based. The Commission testified before the U.S. Senate Subcommittee on Employment and Productivity in May 1989, and submitted testimony to the U.S. House Committee on Education and Labor in September 1989, on various issues regarding JTPA policies and practices. In both testimonies, the Commission applauded the Committees' extensive consultative processes and supported those changes that it felt improved the program while retaining the tenets upon which it was built.

These tenets were well stated in Senate Report 97-469, the Conference Report on which the Act is based. First, the report makes it clear that job training legislation recognizes the true principle of federalism -- that the role of the state be recognized and that an end be put to the excessive involvement of the federal government. The structure of JTPA was built on the belief that flexibility and responsibility were necessary at the state and local levels in order to tailor successful programs. In fact, the federal role was purposely limited to allow this flexibility and responsibility. The Act established the Governor's State Job Training Coordinating Council (SJTCC) with the necessary authority to hold state and local programs accountable. The Act further directed that the SJTCC be the Governors' centerpiece in designing and coordinating the state-wide employment and training systems.

Commission research to date indicates that states have, for the most part, taken their mandate seriously and state councils have, in many instances, become the cornerstone of human resource efforts within the state. ***Hence, the Commission supports the states' current ability to establish and operate programs that best meet their needs.*** Only state and local leaders can bring about the greater coordination of all human resource programs in their area, and only they can make the determination of what will work best in their communities.

Second, Senate Report 97-469 called for the involvement of the private sector in the design and administration of employment and training programs. This was accomplished in JTPA by requiring private sector membership on both the state and local councils involved with overseeing JTPA as well as providing such councils with a strong private sector orientation. Commission sponsored research has consistently shown that the success of JTPA has been enhanced greatly by private/public partnership on which the program was founded. Specifically, the private sector has been key in effecting increased coordination and accountability by reducing "turf" battles and forging new relationships among various human resource actors. ***Thus, the Commission believes that the role of the private sector in developing, operating, or overseeing job training efforts should not be reduced.***

And third, Senate Report 97-469 required that job training legislation insist on accountability and performance. The Act sought to accomplish this primarily through the establishment of performance standards. During the past year, the Commission completed a thorough assessment of the performance standards system under JTPA. The findings from this study indicate that generally the performance standards system is working well, and that state and local programs have a fairly good understanding of it. The study, however, did uncover some problems with the performance standards system and that some policies had unintended effects. Such problems may be overcome by making modifications in the current system rather than requiring its major overhaul. ***Hence, the Commission strongly supports the current performance based approach mandated in the legislation and supports efforts to further strengthen it.***

JTPA PERFORMANCE STANDARDS
FINDINGS AND RECOMMENDATIONS

Evaluation of the Effects of JTPA Performance Standards on Clients, Services, And Costs

The Commission awarded a contract to SRI, International and Berkeley Planning Associates to determine the effects of JTPA performance standards on clients, services, and costs. The overall goal was to assess whether performance standards have influenced Service Delivery Area (SDA) and service-provider decisions about program design and implementation practices in ways that have affected the clients served, the types of services provided, and the costs of these services. It was also the purpose of this study to test whether the incentives created by the performance-standards system have caused SDAs to emphasize measured performance objectives at the expense of unmeasured or unrewarded objectives that are also valued.

GENERAL RECOMMENDATIONS

National Policy

The Act balances legislative and federal objectives for the program with local discretion designed to allow the program to meet local needs. The Commission believes that targeting of JTPA programs works very well but that the Congress must be very clear about who the Act is intended to serve while maintaining the balance between national objectives and local discretion. Further clarity may be needed in defining the three major target groups mentioned in the Act - welfare recipients, dropouts, and youth. For example, with respect to welfare recipients, since legislation affecting both the welfare system and JTPA's service to welfare recipients has been under consideration by the Congress, it may be timely to clarify that long-term welfare recipients (those receiving welfare for 2 years or longer) are the welfare recipients best served in JTPA programs. In the area of dropouts, it may be necessary to define dropouts as youth (since the lack of a high school credential, for youth more so than for adults with work experience, is a significant barrier to employment). For all dropouts, basic skills deficiencies appear to be more of a barrier to full work force participation than educational status.

Probably more than any other vehicle, performance standards have been used to transmit national policy in JTPA programs. Sometimes these signals, transmitted through the choice of performance measures and national standards, have not always been clear to state and local program managers. Recently, much progress has been made in using performance standards to reinforce already stated policy goals and objectives. However, we believe that performance standards should reinforce policy, not establish policy goals. The Commission recommends that the Department of Labor clearly articulate 1) policy objectives for the program apart from performance standards, 2) specific policy on the provision of basic skills for both youth and adults, 3) objectives about the intensity of training (and the type of training appropriate for JTPA participants) that are desirable, 4) appropriate outcomes for both in-school and out-of-school youth, and 5) objectives concerning the state role in promoting such objectives.

The Department of Labor needs to give additional attention to the collection of and definition of data elements to support policy objectives and work with the Office of Management and Budget to implement a more carefully defined management information system.

The following are findings and recommendations on JTPA Performance Standards, in their entirety, which were formally adopted by the National Commission for Employment Policy in Program Year 1988. The Commission strongly encourages the President and the Congress to act on these recommendations as they pertain to furthering the goal of integrating hard-to-serve individuals into the mainstream of America's society as well as meeting the Nation's need to have a skilled and fully-utilized work force.

State Policy

This report has provided new insight into the role of states in the performance management system. As the report indicates, state policies can either promote or dissuade PICs and SDAs from providing intensive service to the hard to serve. The Commission believes that better use can be made of these policy tools through the goals and objectives detailed in the Governor's Coordination and Special Services plan, through incentive award policies for exceeding performance standards, through sanctions for failure to meet performance standards, and through the use of incentives for serving the hard to serve as specified in Section 202 (b)(3)(B) of the Act. The Commission recommends that states improve their incentive policies to promote the provision of service to those clients deemed to be most in need. One particular mechanism to achieve a clearer focus on the hard to serve is through better use of incentives for serving the hard to serve.

Local Policy

The Commission is concerned that one partner in the Act, the service provider, is still largely overlooked in the performance management system. Since JTPA services are often provided by entities other than the administrative entity, we are concerned that contractors need to be included in both the risks and the rewards of programs. The Commission recommends that PICs develop reward systems built into contracts for service providers who are successful in providing intensive service to the most in need of the JTPA population, particularly for welfare recipients and dropouts, as well as other groups the PICs target for service.

SPECIFIC PERFORMANCE MANAGEMENT RECOMMENDATIONS

The Commission calls attention to the fact that all recommendations made here are provided based on the performance management system in place during PY 86-87 without the benefit of analyzing the effect of the implementation of post-program performance measures and standards. This report notes a fair degree of support for measuring the employment and earnings of individuals after they leave JTPA programs, but since no standards were in place during the year of this study, we could not directly assess their effect on who is served, the type of service, or the cost of such service.

We do believe, however, that most of the recommendations offered here will apply once post-program standards have been fully implemented into the JTPA system.

Choice of Measures

1. The Commission strongly supports the concept of cost-effectiveness inherent in performance standards and recognized in the Act but believes that too much emphasis on efficiency measures (in this case two performance standards dealing with cost) may have had the unintended effect of precluding the attainment of effective programs to meet the goals of the Act. We are also concerned about the comparability of the cost information across programs. JTPA programs have made great strides in leveraging the resources of other systems to serve the economically disadvantaged; however, this may mean that the actual cost of serving some clients is under-reported in some programs.

Therefore, the Commission recommends that Section 106 (b)(4), which requires the Secretary to prescribe performance standards relating gross program expenditures to various performance measures, be amended to direct that cost-efficiency be monitored by states.

2. The Commission endorses the concept that employment is the major objective of the Act and believes that the Act wisely emphasizes increases in employment and earnings as major goals. However, the Act also recognizes the importance of outcomes other than employment for youth - namely, the attainment of youth employment competencies; completion of major levels of school; and enrollment in other training programs.

As the report's findings indicate, one of the intended effects of performance standards for youth that was realized was the development of programs to enhance a young person's future employability through the attainment of youth employment competencies. While the Commission favors this approach to youth programs, we are concerned about the continuing problems in the youth measures. The Commission endorses preserving local programs' discretion about the relative emphasis of serving in-school and out-of-school youth. The new youth measure introduced for PY 88 will not fully address the differing goals of in-school programs that focus on improving basic skills competencies and dropout prevention strategies and out-of-school programs that should focus on employability development (particularly in the area of basic skills) for youth for whom the final outcome is employment. The Commission therefore recommends that the Department of Labor develop separate reporting for in-school and out-of-school youth programs and develop appropriate outcomes for both.

Exceeding Performance Standards

The evaluation of the effect of performance standards also points to another area of concern in the legislation that we believe requires remedy. Section 202 (b)(3)(B) of the Act directs the Governor to provide incentive awards for programs "exceeding performance standards."

As indicated in this evaluation, this language may have had the unintended effect of promoting over-performance and setting up competition among SDAs for incentive funds at the expense of some clients and services that might otherwise be offered for the hard to serve. One of the original principles upon which the performance management system was based is that SDAs should be judged against their own local circumstances, that is, economic conditions, characteristics of the population to be served, and so forth. The Commission recommends that the Congress clarify its intent to promote service to the hard to serve by changing Section 202 (b)(3)(B) of the Act to provide for incentive awards based on "meeting" performance standards. At a minimum, states should include provisions in their incentive policies that do not promote over-performance at the expense of service to the hard to serve.

The Commission believes that further discussion is needed about more specific guidance to the states concerning "incentives for serving the hard to serve." Therefore, the Commission recommends that an amendment to Section 202 (b)(3)(B) be considered to require states to provide such incentives.

Encouraging the Provision of Basic Skills

We are particularly concerned about encouraging the attainment of basic educational skills for both youth and adults. We have supported the efforts of the Secretary in emphasizing the role of training programs like JTPA in ensuring that basic skills remediation is a significant part of any employability program. The Commission is also interested in ways to provide incentives to JTPA program operators to link improvements in basic skills with occupational training and ultimately employment. One way to improve the performance management system's ability to do so may be to collect data that could be used to adjust standards or provide bonuses for programs that emphasize the provision of basic skills in addition to employment. The Commission therefore recommends that the JTPA Annual Status Report be changed to include information for both adults and youth who, in

addition to entering employment, attain basic skills while enrolled in JTPA programs (whether or not attained with JTPA funds).

Adjustment to Standards

The Commission is pleased that the adjustment models used by the majority of states to establish local SDA standards have the intended effect of promoting service to some target groups for which employment may be more difficult to achieve (the so-called hard to serve); however, we are concerned that the use of any further adjustments does not seem to be an effective approach for a variety of reasons. JTPA programs must encourage innovative strategies to solve the difficult problems faced by those served under the Act. While we commend the Department of Labor's effort to promote additional adjustments, the Commission believes that it is time to consider alternative approaches.

We do not believe that enough work has been done in this area to suggest specific approaches, but some suggestions from recent Commission publications and from the work of other groups should be explored. These studies suggest utilizing incentive approaches rather than (or in addition to) the "hold harmless" approach currently used in the adjustment models. Some of the specific options that should be considered include the use of incentive funds for serving at-risk clients based on pre-enrollment criteria such as targeting individuals with limited prior work experience, with basic skills deficiencies, and who are long-term welfare recipients; and the use of waivers to performance standards to encourage innovative strategies for programs that serve the most at risk. A waiver could also be used for programs expected to transcend program years, thus promoting longer term programs when suitable for the hard to serve. The Commission recommends that the Department of Labor explore such alternative approaches which may go "beyond the adjustment models" to promote positive incentives to serving individuals most at risk of future employment problems.

Incentive Awards

The Commission is concerned that some incentive award policies have become so complex that they may be having the unintended effect of dissuading service from the hard to serve simply because the policies are difficult to understand. This report has noted a number of both positive and negative approaches currently in use by states that affect who is served, the type of service, and the cost of service. Translation of goals and objectives through the use of the incentive award system needs to be kept as simple as possible to have the desired effect on local programs. The Commission therefore recommends that technical assistance be provided to states to ensure that incentive policies have the effect states intended and that states clearly reward service to clients most in need.

Technical Assistance

The Commission is pleased that, for the most part, PICs and SDAs have a fairly good understanding of the performance standards system, but we are concerned that a different strategy in the delivery of technical assistance is needed. The Department of Labor is to be commended for providing assistance on performance standards, including their development and ways to adjust standards. However, we are concerned that their technical assistance on standards does not sufficiently promote the policy objectives important to system-wide program improvement aimed at better preparation of the work force. The Commission recommends that future technical assistance efforts be focused on improving programs and developing innovative strategies targeted to long-term employment of the most in need. Performance standards should be included as one aspect of how to plan and manage programs. Such a strategy should include PICs and service providers and must emphasize how to integrate program goals about who to serve and the types of service with performance expectations into contracts.

Program Year 1988 saw the advent of public outcry for increased federal assistance to the homeless, families in need of child-care, dislocated workers, and, in general, those most in need of job training services. Spurred by this outcry and the challenges to America's competitiveness in world markets, the Congress began to consider amendments to the Job Training Partnership Act (JTPA), seeking ways to enhance its effectiveness in providing the necessary training and support services to the Nation's "hardest-to-serve" individuals.

SUMMARY OF STUDIES

Cross-Cutting Performance Management Issues in Human Resource Programs

In recent decades, there has been a marked rise in the concern with performance management in both the public and private sectors. In October 1987, the Commission contracted with Chris King of the Center for the Study of Human Resources, University of Texas at Austin, Texas, to analyze issues cutting across human resource development programs in terms of performance standards and incentives. All programs included in this study are oriented toward job placement and self-sufficiency. Programs funded by JTPA, the Employment Service, vocational education, welfare-to-work initiatives, and food stamps' employment and training programs were examined for clarity of goals and their effectiveness in accomplishing such goals. Furthermore, programs were reviewed to see what, if any, performance indicators existed to measure their effectiveness. The study found an overall need for integrating the system of human resource service delivery and offered a number of federal- and state-level recommendations.

The National Commission for Employment Policy, as it continues to advise the President and the Congress on innovative and effective ways to train the Nation's work force, addressed these issues through a number of research efforts. As an independent federal agency, the Commission continued its commitment to examine the Nation's work force issues, with particular emphasis on evaluating various aspects of JTPA. In carrying out this agenda, the Commission utilized a two-pronged approach in Program Year 1988: the Commission undertook and sponsored research in various employment related areas; and the Commission undertook regional hearings on Hispanics in JTPA and visited several job training programs.

Federal recommendations included: the creation of quasi-autonomous state councils with broad performance oversight responsibility for all human resource programs; the institution of incentives to reward governors for good program performance at the state-level; the clarification of program performance goals; and the utilization of both outcomes and performance-based standards.

State-level recommendations included: the provision of clear-cut direction to these programs by the Governor on an annual basis, including defining the role to be played by performance standards; and the adoption of a comprehensive approach to rationalizing human resource service delivery by the states.

The Job Training Partnership Act and Computer-Assisted Instruction

As the influences of technology and foreign competition change the American economy, the nature of available jobs have changed. The growth in jobs that require good reading, writing, and computation skills has revealed an alarming phenomenon among many workers, particularly economically-disadvantaged individuals: a deficiency in basic reading and math skills. The "basic skills" crisis is prompting the JTPA system to provide remedial training to adults and youth deficient in basic reading and math. In doing so, some JTPA programs have come to rely on competency-based instructional programs utilizing computer-based instructional technology.

In August 1987, the Commission contracted with Education TURNKEY Systems, Inc. to convene a panel of experts knowledgeable on the use of computers and other technological advancements in training as well as the administration of JTPA programs from business, labor, and government to assess the use of computer-assisted instruction and related technology in JTPA employment and training programs. Findings suggested there were many obstacles the JTPA system must overcome in order to use such instruction effectively. Many programs did not have adequate information on current technology or the necessary training to fully utilize computer-assisted instruction. Also, because computer purchases are considered an operating cost by JTPA, acquisition of equipment increased unit costs in the year purchased which acted as a disincentive to investing in such equipment. In order to enhance the effective use of this technology in JTPA programs, creation of investment funding mechanisms and a technology resource center were recommended.

Establishing a Performance Management System for Targeted Welfare Programs

The Commission initiated this study in December 1987 because concern over whether performance standards inherently leads to "creaming" has become a growing concern with policy-makers. Providing services to the most economically disadvantaged, while maintaining some measure of performance for these services, has proven to be more difficult than originally anticipated. In recognition of this difficulty, the Commission contracted with Abt Associates to assess a series of performance standards issues in the context of employment and training programs targeted on the AFDC population, especially those who are hard to serve.

The study had three major objectives: 1) to describe and evaluate the effects of JTPA performance standards on reducing welfare costs, with specific reference to who is served, the services that are delivered, and the effectiveness of programs for welfare recipients; 2) to describe and evaluate the effects of performance standards on service providers in other employment and training programs for individuals similar to those who will be served by the proposed legislative initiatives; and 3) to suggest a set of performance measures and a methodology to establish standards for targeted welfare programs.

Overall results indicate that changes to the existing performance standards system may be necessary to stimulate the delivery of more effective services to the AFDC population, and particularly the hard-to-serve. Attention also needs to be focused on other more basic issues, ranging from institutional impediments to legislative ambiguity.

Evaluation of the Effects of JTPA Performance Standards on Clients, Services, and Costs

The Commission awarded a contract to SRI, International and Berkeley Planning Associates in June 1987. The evaluation design was a complex study consisting of both quantitative and qualitative analysis. This is the first national evaluation of a cornerstone of JTPA -- the implementation of clear, measurable program goals that exemplify "the return on investment strategy" upon which the entire program is built.

Information from state job training coordinating council (SJTCC) members, service delivery areas (SDAs), states, service providers, and private industry council (PIC) members as well as from numerous data sources were used to develop both quantitative and qualitative approaches to determining what factors affect who is served, the cost of service, and the type of service.

The study's results clearly indicate that programmatic performance standards have been a successful strategy in focusing the management of JTPA towards the goal of the legislation -- finding productive employment for economically disadvantaged people. However, the findings also indicate that performance standards alone are not sufficient to guide the JTPA program in meeting its purpose. As detailed in the report, performance standards, in a vacuum, can produce the unintended effects of reducing service to the hard to serve and decreasing the intensity of services. In conjunction with clearly identified client and service goals, however, performance standards can produce the intended effects of improving the efficiency and accountability of the JTPA program. (See Findings and Recommendations of the Commission for a more detailed discussion.)

JTPA: Strengthening the Partnership

Published in September 1988, this report is a statement by then Chairman Gertrude C. McDonald which examines the effectiveness of JTPA by focusing upon the principles on which it was developed. Discussions of questions such as who should be served; what services should be provided; what changes in JTPA management are needed; how should JTPA more effectively coordinate with other programs; and how should JTPA broaden the public-private partnership are included. This statement served to re-emphasize the findings and recommendations put forth in other Commission reports and studies.

The Targeted Jobs Tax Credit in Maryland and Missouri: 1982 - 1987

In March 1988, Congressman Charles B. Rangel, Chairman of the House Ways and Means Subcommittee on Select Revenue Measures requested that the National Commission for Employment Policy update its 1985 study on the Targeted Jobs Tax Credit (TJTC). The request came at a time when Congress was considering whether to extend TJTC past its December 31, 1989 expiration date. The Commission contacted Dr. Lorenz, the author of the 1985 study and professor of political science and history at Charles County Community College in Maryland, to perform the update.

The earlier study was completed when the TJTC was approaching expiration. While the tax reform bills containing the extension were being debated, the program expired at the end of 1985. On October 22, 1986, the credit was reenacted to cover retroactively the period from January 1, 1986 to December 31, 1988.

The hiatus period -- January to October 1986 -- created an unique issue for study. This report examines changes in utilization patterns in Maryland and Missouri from 1985 to 1987, to learn the impact of the hiatus period on job seekers and employers. It reviews the administration of TJTC during and after the reenactment process.

Findings revealed the ten-month hiatus did not have a significant impact on utilization patterns; program abuse under the existing rules indicated TJTC should be modified but not eliminated. TJTC was seen as being a valuable resource for helping disadvantaged people if certain changes were made, for example, adding mandatory hiring plans for large employers, and restoring long term credits.

An Overview of the Labor Market Problems of Indians and Native Americans

The Commission launched this in-house study as background information on the employment and training needs of Native Americans and Indians. It provides an overview of the labor market problems facing Indians and Native Americans, the most economically disadvantaged ethnic group in this country. Its focus is on Indians on or near reservations and rural and urbanized non-reservation Indians who may have problems no less pressing than those on reservations. This report is based primarily on a review of the literature but is also supplemented with information obtained from meetings with individuals concerned with the plight of American Indians.

The report consists of four sections. Section I presents a brief history of U.S. Indian policy. Section II, "Scope of the Problem," presents Indian population and labor force estimates, the socio-economic problems they face, and a discussion of target group definitions and data problems. A summary of federal job-related programs available to Indians is presented in Section III. The last section contains conclusions and recommendations.

State-Financed, Workplace-Based Retraining Programs

Traditionally, government has limited its employment and training efforts to those outside the workplace. However, increased national and international competition, rapidly changing technologies, chronic problems of worker dislocations, and lagging growth in productivity have made it impossible for government to ignore its role in assisting private industry with workplace-based retraining programs as established by California and Illinois.

Early in 1988, the Commission and National Governors' Association (NGA) awarded a contract to Mr. Peter A. Creticos, Creticos & Associates, Inc. and Dr. Robert G. Sheets, Center for Governmental Studies, Northern Illinois University to perform a two-phase study on the issue of retraining individuals before they became unemployed. An advisory committee comprised of educators, business and labor leaders, and government officials was assembled to provide guidance during the development and performance of this study.

This publication is a report on Phase I of the study and consists of two parts. The first part of the study reviews competing perspectives on the role of government in job retraining for employed workers and summarizes the emerging policy rationale for state-financed, workplace-based retraining programs in the context of employment and training policy issues. It includes a discussion of economic development policy issues and the problems of targeting government funds and minimizing substitution effects. Also, included is a summation of an intervention model and the targeting and substitution issues which provide the foundation for a monitoring and an evaluation system. The second part addresses the major components of a monitoring and evaluation system for state-financed, workplace-based retraining programs and establishes the program outcome indicators that will be assessed in project case studies.

The Legal and Fiscal Disjunction Between the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act

There are many cross-references between the Carl Perkins Vocational Education Act which authorizes vocational education, and the Job Training Partnership Act, which authorizes the employment and training system. Specifically, there are eight references to vocational education in JTPA and 22 references to JTPA in Carl Perkins. While their missions are not identical, both systems are involved with helping the disadvantaged and the dislocated prepare for and obtain jobs.

Concerned over coordination of employment and training programs and the better utilization of federal dollars, the Commission initiated this study with Mr. Michael Brustien in December 1988 to provide information for the 1989 congressional review of both acts. This study examines the legal and fiscal frameworks of these systems and examines their impact on the two systems' ability to coordinate and collaborate.

The study identifies specific barriers to coordination relating to information dissemination, matching funds, and definitions; it recommends specific steps that Congress should consider in amending the programs to foster better coordination.

The Long Term Employment Implications of Privatization: Evidence from Selected U.S. Cities and Counties

Privatization is a subject that has received considerable attention over the past several years. The term refers to the process of moving the production and delivery of governmental services from the public to the private sector. Privatization can be accomplished in several ways, one of which is contracting out of public services to private vendors.

In June 1987, the Commission contracted with Dudek & Company to perform the second round study of privatization. This report focuses on the employment effects of contracting out for 34 services in 28 local jurisdictions.

The researchers had five principal findings: 1) Few public employees experienced lengthy unemployment after the functions they were performing were contracted out; the affected workers took other jobs in government or jobs in the private sector; 2) when job losses occurred in the public sector as a result of contracting out, the number of such losses was roughly offset by the number of increases in jobs in the private sector; 3) slightly more than half of the workers who lost their public sector jobs due to the contracting out decision took jobs with the contractor providing the service; total compensation, including benefits, however, generally was less than that received in the public sector; 4) the local governments involved in contracting out were highly satisfied with the results; and, 5) lower labor costs were only one of the ways in which local governments experienced economies as a result of contracting out; services were often provided more efficiently through use of better management methods and more modern equipment.

The report confirmed earlier findings regarding "labor protection plans" for public sector workers affected by the contracting out. Two plans appear to be the most effective in reducing public opposition to proposals for contracting out. These are no layoff guarantees and right of first refusal for jobs created by the private sector contractors undertaking the services.

Refining the Use of Market Incentives in the Public Provision of Training and Related Services In The 1990s

The Commission initiated this study by Professors Robert G. Sheets and David W. Stevens of Human Resource Data Systems, Inc. to examine some of the broad questions regarding privatization of federally-supported human resource and employment and training programs. It is an attempt to provide answers, in light of current and projected future labor market needs, to the question, "What practical changes in federal government policies can be made to trigger voluntary responses [on the part of individuals and firms] that will serve both individual and public purposes?"

Aware of growing pressures for privatization and devolution (i.e., the transfer of power, authority, and responsibility to lower levels of government), the authors examine the measures to be taken to ensure that federally funded services are responsive to the needs of workers and to its need to be responsive and accountable. The authors review and summarize a considerable body of research and other literature on privatization and devolution. The approaches include deregulation, tax incentives, vouchering, contracting out, user fees, sales of government assets, and total withdrawal from activities. The authors also examine the experiences of a number of programs that did not receive appropriate guidance or leadership from the federal government.

Recommendations suggested by the authors involve four areas of increased federal activity and leadership: performance standards, consumer information, contracting requirements, and coordination.

Using Performance Management to Achieve Quality Program Results: A Technical Assistance Guide

As part of the work on performance management under JTPA, the Commission co-developed a technical assistance guide with Laventhol and Horwath in October 1987, for using performance management to achieve quality results of these programs. This guide attempts to provide constructive, practical advice on how to answer the following question in each local SDA: "In an era of performance-driven systems management with quantitatively derived rewards and sanctions, how can an appropriate focus on qualitative program dimensions be established?" Also, it presents ideas and insights that have been developed and acquired over many years of direct experience with job training programs.

The purpose of this guide is to provide constructive assistance in how to use the two primary management tools -- the performance standards and the performance-based, fixed unit price contracts -- to achieve satisfactory, ever-improving results. It is divided into six chapters. The first chapter introduces the investment portfolio management concept as an appropriate approach for the long-term management of JTPA. Chapter 2 discusses the importance of an effective management process on achieving good results, both short- and long-term.

In Chapter 3 the elements of the local planning process, the relationship of planning decisions to performance standards and local goals, and the linkage between planning decisions and contract specifications are discussed. Chapter 4 describes a process for defining performance expectations for individual activities and program components with special emphasis on defining qualitative as well as quantitative performance expectations. Some of the considerations that are involved in establishing a monitoring system and structure of rewards/sanctions are discussed in Chapter 5.

Finally, Chapter 6 summarizes the significant principles discussed in the preceding chapters and provides some suggestions for immediate action.

STUDIES IN PROGRESS

The end of Program Year 1988 finds a number of research endeavors near completion and scheduled for release in Program Year 1989. Two are the product of the Commission's work as mandated by the Omnibus Trade and Competitiveness Act of 1988. All of the PY 89 studies will enhance the Commission's research in at least one of the following four broad categories.

- **Responding to a Changing Labor Market** -- It is well documented that the demographics of the Nation's labor force are changing: the number of entry level workers is declining and the work force is becoming increasingly diverse (e.g., more women, more minorities, more immigrants, etc.). One project currently sponsored by the Commission addresses these changes through the development of a guide for employers. This publication will focus on a number of issues which are expected to be of increasing concern to employers over the next decade, i.e., the recruitment of entry level-workers, the provision of day care, literacy training, and employee career development.

- **Anticipating Economic Change** – Changes in the "economic climate" are facts of life at both the national and local levels. Sometimes such change is cyclical in nature (e.g., when downturns are followed by upward swings); other times, such change is structural (e.g., when a factory permanently closes its doors). During Program Year 1988, the Commission devoted resources to analyzing different strategies that may be used to respond to challenges posed by economic change. Two major studies are scheduled to be released on this important topic: Strategic Planning for Employment; and Managing Production Cutbacks: Alternatives to Layoffs (a study mandated under the Omnibus Trade and Competitiveness Act).

- **Rationalizing Federally Sponsored Job Training Programs** -- There are several federally sponsored education and employment and training programs which have the same or similar goals but are often delivered through different administrative structures and are governed by different rules and regulations. Over the last several years, there has been increasing interest in finding ways to "rationalize" such programs with similar initiatives. The Commission is currently sponsoring research which will develop the unemployment insurance data base as an alternative to survey data to determine the long-term effectiveness of JTPA and other job training programs.

- **Enhancing Outcomes of Job Training Programs** -- There are several groups of people with different characteristics and needs who are eligible to participate in various employment and training programs (e.g., displaced homemakers, the homeless, displaced workers, etc.) Past Commission research has suggested that programs often vary in the extent to which they are successfully serving these diverse groups. Hence, significant Commission research has been undertaken during this program year to determine ways for improving the program outcomes for members of these groups -- many of whom have traditionally had difficulty functioning well in the labor market. Major publications underway include the following: Assisting Dislocated Workers: The Role of the Employment Service (a study mandated under the Omnibus Trade and Competitiveness Act); the Homeless and Employment; Hispanics in JTPA; Technical Assistance Guide on JTPA Incentive Policies; Effects of Performance Standards on JTPA Outcomes; and Phase II of Employer-Based Retraining Programs.

During Program Year 1988, the Commissioners visited several job training programs to gain field knowledge about the challenges facing the job training community as it trains the Nation's economically-disadvantaged population. Further, as a result of the Commission study on "Who is Served in JTPA Programs" which showed that Hispanic males are not receiving training equal to their percentage of the JTPA-eligible population, the Commission decided to hold six public hearings on this issue. The hearings were broadened to include information on services to all Hispanics in JTPA. Three of these hearings were held this Program Year.

MEETINGS, SITE VISITS, AND HEARINGS

FIFTY-FIRST MEETING

ATLANTA, GEORGIA
OCTOBER 6-7, 1988

This meeting focused on the status of Commission projects, policy statements, and recommendations for upcoming research endeavors. A significant amount of time was allocated to discussing the importance of the findings detailed in the recently completed SRI, International and Berkeley Planning Associates study on JTPA performance standards.

As a follow-up to this report, two research studies were proposed -- How Performance Standards Affect Performance, and State Incentive Policies and Performance Standards. The Commission decided to undertake these projects. Other research to be undertaken this Program Year were discussed. Topics included: "Survey of JTPA Programs for the Homeless"; "JTPA and Federalism"; "Hispanics in JTPA"; and "Views of and from a Community-Based Organization."

SITE VISIT

BOISE, IDAHO
NOVEMBER 15-16, 1988

The Commissioners visited several employment and training initiatives during a two-day visit to the Boise, Idaho area. The visits were arranged by the Southwest Idaho Private Industry Council and the Boise State University's School of Vocational-Technical Education.

Programs visited included:

- Boise State University's (BSU) School of Vocational-Technical Education -- With the assistance of the Southwest Idaho PIC, BSU is working to assist the employment efforts of particular target groups in their area. Dislocated workers is one of the target groups for which BSU has developed special programs. Initiatives underway to assist this group include: working on a management program designed to help farmers head off foreclosures, helping spouses of dislocated workers find employment, and promoting "niche marketing" to help small farmers expand their market base. Further, BSU has developed, through their Simplot-Mocron Technology Center, greater rural access to educational and occupational training programs. This interactive satellite system allows small, rural communities to hold classes in their local grange hall instead of having to commute to Boise.

  Other target groups assisted specifically by BSU include dropouts, non-English speaking individuals, displaced homemakers, and older workers. Programs for each of these groups with specialized needs were being offered through the BSU Adult Learning Center.

- Boise 7001 Project -- This program focuses on the educational needs of at-risk youth and is totally funded by the PIC with in-kind contributions from the Boise School District. The basic thrust of the project is to use self-paced computer programs to raise the

educational levels of the participants. This program allows youth at differing educational levels to individualize their educational improvement program and progress at their own pace. The program also stresses the elements of sound work habits and leadership skills.

- Canyon Facility -- The facility has two main programs: the Canyon Alternative Education Center and the BSU Canyon Vocational-Technical School. The Alternative Education Center is the "last chance" stop for many youth facing incarceration as well as other at-risk youth. The Commissioners also visited various vocational-technical offerings such as programs in truck driving, diesel mechanics, air conditioning and heating, and word processing.

- Marsing Job Corp Center -- This Center stresses vocational skills in carpentry, metal fabrication, and other shop oriented programs.

- Opportunity Express -- This is a special program which provides a mobile career informational laboratory that travels all of Southwest Idaho informing people about all of the available employment and training programs. Also, it functions as a traveling school-house where youth can make use of the educational programs on-board to enhance their academic and employability skills.

FIFTY-SECOND MEETING

ANNAPOLIS, MARYLAND
APRIL 20, 1989

John C. Gartland opened his first meeting as Chairman. Recognizing the importance of the work of the Commission, he expressed his appreciation for the opportunity to serve as its Chairman. He then briefly discussed his goals and objectives for the Commission's future agenda. The Chairman announced he had reappointed Barbara McQuown to the position of Director; the Commissioners concurred with this appointment. Chairman Gartland explained that a major reason for calling the meeting was to discuss and make Commission recommendations on Senator Simon's bill S.543 entitled The Job Training Partnership Act Youth Employment Amendments of 1989. A portion of the bill recommends the elimination of the Commission. The Chairman then summarized the status of S.543, Congressman Hawkins' proposed JTPA amendments, the re-authorization of the Carl D. Perkins Vocational Education Act, and preliminary information about the Department of Labor's bill. The afternoon was set aside to review S.543 section by section and to establish the Commission's position on the proposed amendments.

The Director informed the Commissioners of a proposal to combine the National Council on Vocational Education (NCVE) with the Commission. Under the Carl Perkins' re-authorization, NCVE is proposed to be eliminated. In discussing this proposal, the Commissioners reiterated their support of vocational education programs.

The Commission discussed and developed positions on specific aspects of the proposed amendments. Some of the more extended discussions concerned the separate titles for youth and adult and the Challenge Grant program.

Following the discussion of proposed legislation, the Commissioners reviewed the Commission's project on the reasons for Hispanic under-representation in JTPA. Chairman Gartland indicated that he favored holding a series of hearings in areas with large Hispanic populations in order to ascertain the views of policy-makers and practitioners on the Commission's preliminary findings. The Commissioners decided to hold six hearings, the first to be held in conjunction with a Commission meeting in Washington, D.C. in early May. The

locations tentatively approved for the other hearings were New York City, Miami, Chicago, Dallas, and Los Angeles.

Staff then reported on their research activities. The meeting concluded with a discussion of Program Year 1988 research funds. The following projects were approved: publication of the State of Washington's journal, Evaluation Forum; the development of case studies of JTPA-funded initiatives for the homeless; the support of a conference to complement the Commission's study on the use of Unemployment Insurance data to assess JTPA outcomes; the awarding of funds to MDRC to help fund the New Chance program; and, the payment for Commissioner registration fees associated with the National Alliance of Business (NAB) conference.

FIFTY-THIRD MEETING

WASHINGTON, D.C.
MAY 4, 1989

The objective of this meeting was to review proposed amendments to JTPA, the Department of Labor's draft JTPA amendments, H.R.2039 introduced by Congressman Hawkins, and the proposed abolishment of the Commission in S.543. Chairman Gartland reported to the Commissioners on meetings with House, Senate, federal, state, and local officials concerned with job training issues and various JTPA amendments.

The following two topics were also discussed: the Commission's interest in conducting long- and short-range studies on issues of primary concern to the Congress, and the Program Year 1989 budget.

The meeting concluded with a general discussion of the issues raised in the Commission's preliminary report on Hispanic participation in JTPA. In preparation for the next day's hearing on this subject, Commissioners reviewed the witness list and discussed issues they wished to raise with the witnesses.

NATIONAL HEARING: Hispanics in JTPA

WASHINGTON, D.C.
MAY 5, 1989

This was the first of six hearings, held over the summer, on Hispanics in JTPA. Preliminary Commission findings on the reasons for Hispanic under-representation in JTPA were the basis for this and the remaining Commission hearings. Preliminary findings indicated that several factors adversely affected Hispanics' participation: difficulties associated with the eligibility criteria and documentation process; the formula for allocating JTPA funds to states and SDAs; local policies and practices that do not systematically take into account Hispanic's training needs; and technical problems with the performance standards adjustment models.

The purpose of the hearing in Washington, D.C. was to solicit the views of national Hispanic organizations involved in JTPA and members of the Washington-based employment and training community, to determine whether, and the degree to which, such factors affected participation; ascertain whether there were other issues which may have negatively affected Hispanic involvement with the program; and hear proposed recommendations for legislative and programmatic solutions. Leaders from major national Hispanic organizations involved in JTPA, federal agencies, staff from the relevant committees of the U.S. House of Representatives and the Senate, and major public interest groups, among others, testified.

REGIONAL HEARING: Hispanics in JTPA

NEW YORK, NEW YORK
JUNE 21, 1989

New York City was chosen as a hearing site because of the large and diverse Hispanic population in the immediate area and in the Northeast generally and because the Commission wished to learn about any particular training problems associated with Puerto Ricans'

migration between the island and the mainland. The purpose of this hearing was to learn about problems encountered by program operators in New York City and the surrounding states. Solutions to these problems were solicited by the Commissioners. Witnesses largely concurred with the findings of the Commission's draft report and also emphasized the need for more English as a Second Language (ESL) programs.

Leaders in the Hispanic community from the northeastern region were represented as were local and regional employment and training officials.

SITE VISIT

MIAMI, FLORIDA
JUNE 22, 1989

The Commissioners visited the training facility of the Miami-based Cuban American National Council. The Council is a private, non-profit organization devoted to employment and training, with a special focus on assisting Hispanics.

Concerns and problems raised during the previous hearings were observed first-hand as the Commissioners toured the intake office. The Commissioners gained practical knowledge of the barriers to employment facing Hispanics -- and refugees, in particular -- through their discussions with the program operators.

REGIONAL HEARING: Hispanics in JTPA

MIAMI, FLORIDA
JUNE 23, 1989

Because of Miami's sizable Hispanic community, and sizable immigrant and refugee populations, it was chosen as a hearing site.

While many of the concerns voiced at previous hearings were raised, witnesses added specific information about the special problems associated with serving immigrants and refugees, and about the uses of JTPA's 8 percent set-aside.

Witnesses included state JTPA officials, PIC Directors, and program operators from Miami and Atlanta.

The Commission shall comment, at least once annually, on the reports of the National Advisory Council on Vocational Education, which comments shall be included in one of the reports submitted by the National Commission pursuant to this title and in one of the reports submitted by the National Advisory Council on Vocational Education pursuant to section 162 of the Vocational Education Act of 1963;...

JOB TRAINING PARTNERSHIP ACT, October 1982
Title IV, Part F, Sec. 473 (7)(B)

COMMENTS ON THE REPORTS OF THE NATIONAL COUNCIL ON VOCATIONAL EDUCATION

The Council issued three reports during the period covered by this *Annual Report*. One was the Council's own *Annual Report, America's Hidden Treasure,* addressed to the President but intended as a report to the American people; the second was a shorter version of the Annual Report called "an open letter to the American people." The third Council report was *Occupational Competencies Report: The Electronics, Health Service and Construction Industries as Surveyed by the Trade Associations.*

The Council's *Annual Report* consists of two parts -- the first part calls attention to 1) the importance of vocational-technical education to the functioning of the labor market and 2) the public's widespread lack of knowledge about vocational-technical education. The second part of the report presents a series of recommendations that the Council believes will improve the functioning of vocational-technical education.

Most of the report's recommendations involve areas that have not been studied in depth by the Commission and comments about them consequently would be inappropriate. The Commission, however, does concur in those recommendations calling for improved linkages between vocational education and Job Training Partnership Act programs, and stronger links between vocational education and the private business sector.

The Council's third report, *Occupational Competencies*, examines skills requirements in the fields of electronics, health care, and construction. It stresses needs that are consistent with those emphasized in the Commission's work over the past several years. Basic skills in language, mathematics, and science are stressed in the requirements for each of the three occupational fields. This is a finding with which the Commission is in complete agreement.

BIOGRAPHIES OF THE COMMISSIONERS:

JOHN C. GARTLAND

Prior to his appointment as Chairman in April 1989, Mr. Gartland served as a Commissioner. As Chairman, he is a member of the National Council on Vocational Education. He is Director of Washington Affairs for Amway Corporation in Washington, D.C. Before this, he held several governmental posts, at the White House, U.S. Department of Treasury, and the Post Office Department. Mr. Gartland is a member of the U.S. Chamber of Commerce and the advisory board of the Close Up Foundation, and Chairman of the Jefferson Foundation.

GERTRUDE C. MCDONALD

Mrs. McDonald completed her term as Chairman in February 1989. Mrs. McDonald is a retired Director of Special Education for the Fremont Unified School District in Fremont, California.

LEORA G. DAY

Mrs. Day has served as Commissioner since October 2, 1986. She was Regional Director for the National Organization of Citizens for America and previously served as Director of Intergovernmental Affairs at the U.S. Department of Agriculture. Mrs. Day serves on various advisory boards, including Options, a training program to help single parents get off public assistance permanently. This program is sponsored by the Southwest Idaho PIC.

CAPTAIN HENRY A. DUFFY

Mr. Duffy is serving his second term as Commissioner. He is Chief Executive Officer of the Air Line Pilots Association (ALPA), and brings with him 20 years of accumulated union service with the Delta Air Lines (DAL) pilot group.

DONALD W. JONES

Mr. Jones began his first term as Commissioner in June 1988. He is a member in the law firm of Hulston, Jones, & Associates in Springfield, Missouri, and Counsel to the law firm of Woolsey, Fisher, Whiteaker & McDonald where he heads the labor law division.

JOHN O. KOEHLER

Mr. Koehler is serving his first term as Commissioner. A journalist for over 30 years, he retired from the Associated Press in 1985 as Managing Director of World Services. In 1987 he served briefly as an Assistant to the President. Prior to this, he was a Special Advisor to the Director of the U.S. Information Agency and a consultant to the Drug Enforcement Administration of the U.S. Department of Justice and the International Criminal Police Agency (Interpol).

The Chairman and Commissioners volunteer their time, services, and expertise to the Commission.

J. MICHAEL LEVESQUE

Mr. Levesque was appointed Commissioner in June 1988. He is Mayor of West Warwick, Rhode Island. In 1986 he was appointed as a Presidential Delegate to the White House Conference on Small Business, and has served on various state and local committees such as Strike Force for Literacy, Rhode Island Adult Education Literacy Council, and the Industry-Education-Labor Council.

FRANK MCDONALD

Mr. McDonald is serving a second term as Commissioner. He is President of McDonald Enterprises, Inc., a plastics and industrial property firm in Newbury Park, California. Mr. McDonald is very active in civic and cultural projects in his community.

VIRGINIA S. MILNER

Mrs. Milner is serving her first term as a Commissioner. She is President of Milner Oil Company and has founded and contributed her services to numerous community and charitable organizations in the Los Angeles area.

JERRY NAYLOR

Mr. Naylor was re-appointed as Commissioner in June 1988. He is a 34-year veteran of the entertainment and broadcasting industry where he has done international and domestic corporate consulting. Mr. Naylor has also devoted his time and resources for national youth anti-drug programs, developmentally disabled youth programs, and America's Vietnam Veterans.

A. WAYNE ROBERTS

Mr. Roberts has served as a Commissioner since December 1986. He is President of the Lake Champlain regional Chamber of Commerce in Vermont. Prior to this, he was Deputy Under Secretary (1983-86) and the Secretary's Regional Representative (1981-83) at the U.S. Department of Education.

WILLIAM TAYLOR

Mr. Taylor was appointed a Commissioner in June 1988. He is president of Bill Taylor and Associates, Inc. in Jacksonville, Florida. Previously, he was a member of the National Highway Safety Advisory Committee which made recommendations to the Secretary of Transportation.

JAMES W. WINCHESTER

Dr. Winchester was re-appointed as a Commissioner in June 1988. He holds a Master's Degree in Physical Oceanography and a Doctorate in Public Administration, and is President of Winchester and Associates, Inc. in Pass Christian, Mississippi, a management consulting firm. Dr. Winchester has previously served as Associate Administrator of National Oceanic and Atmospheric Administration (NOAA) at the U.S. Department of Commerce.

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MEMBERS OF THE STAFF

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Director

Robert Ainsworth

Kay Albright

Steven Baldwin

Elaine Brady

Everett Crawford

Regina Gillis

Janet Johnston

Kathi Ladner

William Hendrix

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